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ABSTRACT

Florida's Higher Education Articulation Agreement, established in 1959, has long been recognized as a model of a state-coordinated, integrated system of public higher education. But explosive population growth combined with three years of state budget crises, resulting in $155 million of cuts to higher education, have threatened this system of 28 community colleges and 9 state universities. A study was conducted in the spring of 1992 at the University of Florida, Gainesville (UF) to determine the effect of the increased use of "limited access" admission criteria in upper division programs and colleges within UF on state-mandated articulation policies. Research included an examination of primary information sources and documents, a historical review of secondary sources, and interviews with several UF deans and undergraduate student advisors. Key findings included the following: (1) since undergraduate enrollment caps were implemented in 1986, the percentage of community college students admitted to UF has dropped from 13% to 10%; (2) in 1991, UF admitted 51.1% of its native students into limited access programs, but only 26.9% of the community college transfer students; (3) admission figures for students meeting or exceeding minimum requirements were 95% for native students and 86% for Associate degree transfer, but native students were 2.74 times as likely than transfer students to be admitted even though they did not meet minimum program standards; and (4) given the number of fully qualified students rejected by limited access programs, the figures suggest a preference for admitting lesser qualified native students over fully qualified community college transfer students. Ten detailed recommendations, and a 33-item bibliography are included. (JSP)

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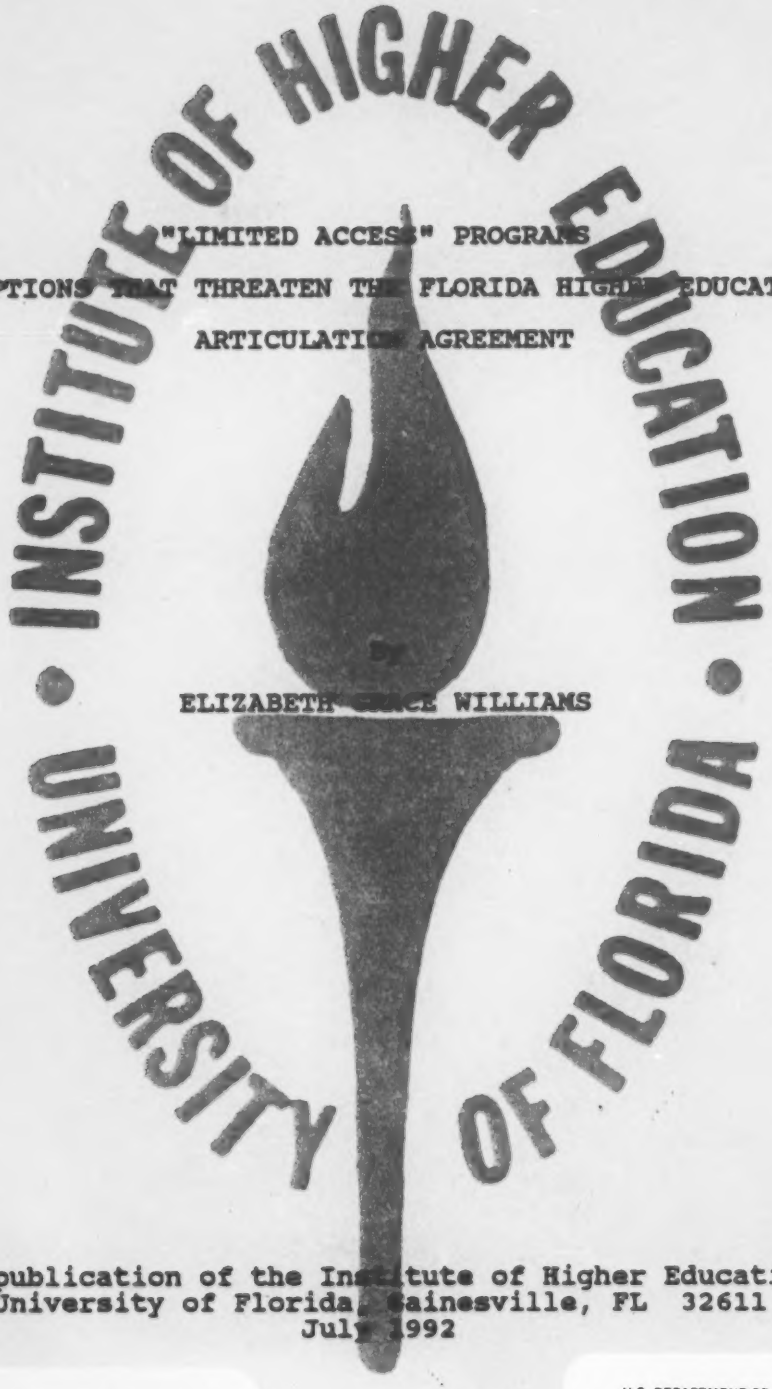
"LIMITED ACCESS" PROGRAMS
EXCEPTIONS THAT THREATEN THE FLORIDA HIGHER EDUCATION ARTICULATION AGREEMENT



By
ELIZABETH GRACE WILLIAMS

A publication of the Institute of Higher Education
University of Florida, Gainesville, FL 32611
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PREFACE

The system of higher education in Florida is planned so that students would be able to move between institutions of higher education in the pursuit of their educational goals without penalties that have often accompanied the transfer process. However, when the process involves more than one jurisdiction or more than one institution, "road blocks" and other problems have often developed. The planning in Florida has attempted to minimize these problems and an articulation policy has been developed that was designed to make certain that students would not be penalized in the process.

Over time, however, difficulties and even arbitrary policies do creep in. It is incumbent upon those responsible to make certain that the roadway is kept clear. Ms. Elizabeth Williams in this paper has identified some of the danger signs at the University of Florida where almost two-thirds of the junior classes are transfers from community colleges and other institutions.

One hopes that this storm warning will enable those responsible to examine new policy with care and concern.

James L. Wattenbarger
Distinguished Service Professor
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July 1992

"Limited Access" Programs

Exceptions that Threaten the Florida Higher Education Articulation Agreement

Elizabeth Williams

For nearly 45 years the state of Florida has been a model for the orderly, planned, and state coordinated development of an integrated system of public higher education. Since 1959 the cornerstone of the Florida "2+2" system has been its nationally recognized Higher Education Articulation Agreement. The agreement, which became state law in 1990, provides for the smooth transition of Florida students from high school, through the public community college system and into the State University System.

Explosive population growth in Florida has resulted in increased demands for higher education. Three years of state budget crises have resulted in 155 million dollars of cuts (so far) in higher education. Protective but dysfunctional coping techniques used by universities have included enrollment caps, political maneuvers to "side-step" state education funding laws, and the extensive use of "limited-access" program designations. This paper reviews these trends, and the policies and practices of the University of Florida, and particularly the College of Liberal Arts and Sciences, as they attempt to balance conflicting legal demands of enrollment caps with the open-access provisions of the State Articulation Agreement.

The Florida system of public higher education has developed over the past 44 years through orderly planning carried out by the State Board of Education as approved by the Florida Legislature. In 1955 the Legislature created the Community College Council to develop a long range state plan for community colleges. Their report, "The Community Junior College in Florida's Future," was

based upon the doctoral dissertation of James Wattenbarger, as modified by up-dating the demographic and other data and conducting local planning studies. The Plan was adopted by the State Board of Education in 1957 as the master plan to designate, build, and govern a state-wide system of community colleges in Florida. This system was mandated by the Legislature to provide "open-access" entry to higher education to all Floridians within commuting distance of their home.

Higher Education Articulation Agreements in Florida

In 1959 the predecessor of today's State University System (the Florida Board of Control) unanimously approved the "General Education Agreement". It was based on a voluntary collaboration between community junior colleges and universities. This first "articulation" agreement guaranteed the admission of community college graduates as transfer students into the public state university system. It ensured universities would accept all general education academic credits earned at the community college. It also prohibited universities from requiring additional general education courses.

This program of completing the first two years of undergraduate study at a community college, then transferring with an Associate of Arts degree to a public university for the last two academic years, is known as the "2+2" system. In 1971 a more flexible and

greatly expanded state-wide Articulation Agreement was approved by the State Board of Education. It includes:

1) The establishment of an Articulation Coordinating Committee to administer the agreement;

2) The adoption of a state-wide common course numbering system (CCNS) which formalized transcript equivalency;

3) The establishment of specific university administrators (and subsequently community college administrators) as Articulation Officers;

4) Five procedures for accelerated, advanced placement, dual enrollment, or early admissions articulation of qualified high school students;

5) The provision permitting universities to designate programs as "limited-access", allowing them to be exempted from state articulation agreement requirements.

In 1975 the Articulation Agreement was incorporated into the Florida Administrative Code (6A-10.024, FAC). In 1990 "the Legislature affirmed the intent of the articulation agreement by placing the guarantee into statute"[1] (240.115, F.S.). Today, the Florida Articulation Agreement also includes career paths for Associate of Science vocational students trained in allied health professions.

In a 44 state survey of educational articulation agreements, the State Board of Community Colleges Task Force on Articulation concluded that "Florida's Articulation Agreement continues to serve as a model for many states."[2] Florida has been described as having "unparalleled articulation opportunities and responsibilities".[3]

The Florida Higher Education System in 1992

The Florida public higher education system includes 28 community colleges (which combined have 91 campuses), and nine state universities which form the State University System (SUS). The community college system has become the "open-door" to higher education for more than two-thirds of Florida's college freshmen. The last Florida community college was established 20 years ago.

In the past 15 years, Florida community college enrollments have increased by 116% (41% in the past five years). Most of this recent growth has been in university transfer (Associate of Arts) programs, which have grown 24.6% since 1984-85. Enrollments in occupational (Associate of Science) programs have declined by 13% during the same period.[4] Over a million students are currently enrolled in Florida community colleges.

The Florida Legislature designated the State University System (SUS) as the "limited access" postsecondary system of higher education. It has highly selective admissions policies for lower division (first two year) programs. Since 1984-5 the nine universities in the system have admitted just under half the first time in college (FTIC) qualified students who apply, and less than half of these (48%) enroll.[5]

For nearly 35 years, the spirit and implementation of the Florida Articulation Agreement have generally been effective system-wide. But since the mid 1980's, demographic, fiscal, and political

factors have lead to the extensive use of the "limited-access" program exclusions. This has compromised the effectiveness of the Articulation Agreement at several of Florida's most prestigious state universities. These include Florida A&M University and Florida State University in Tallahassee, and the University of Florida in Gainesville. Together these three universities have designated 132 programs as "limited-access". The University of Florida has the most (49), followed by Florida State (45), and Florida A&M which has just doubled its limited-access designations for Fall 1992 to 38 programs.

In 1990 the Legislature established strict reporting criteria for all programs any university claimed as "limited-access". These included review procedures, accountability standards, and enrollment data reporting requirements for any "limited-access" program. Any academic program requesting to have or to continue the "limited-access" designation is subject to careful annual review and approval by the State Board of Education. Since 1990 the number of programs being exempted from the Florida Articulation Agreement through the "limited-access" provision has rapidly declined.

Methodology

This paper reviews the history of various demographic, economic, and political issues which have influenced and encouraged the increased use of "limited-access" program designations at the

University of Florida (UF). The current use of limited-access program designations in the College of Liberal Arts and Science (CLAS), which has UF's highest enrollment, is investigated. Some negative impacts of the college's limited-access policies and practices on community college transfer students wanting to attend University of Florida are examined.

Research included primary sources and documents, a historical review of secondary sources, and interviews with several University of Florida deans and academic department undergraduate student advisors. Many publications from the Florida State Board of Community Colleges, the Postsecondary Education Planning Commission, and official publications of the UF Registrar's office (including the 1992-93 undergraduate catalog) were particularly useful. Information from the Director of Articulation and Student Services for the State Board of Community Colleges, and from the University of Florida Articulation Officer (particularly the "Articulation and Transfer Advisement Guidebook 1991-92") was very beneficial. Interviews were conducted with the UF Dean of Academic Affairs for Community College Relations, the UF Associate Dean for Academic Advisement for the College of Liberal Arts, and several undergraduate academic advisors in departments which offer University of Florida limited-access programs, and in those which do not.

Recent Trends Which Are Deteriorating Florida Higher Education

The Florida system of higher education is widely recognized as a model system with the potential for excellence. In the past few years it has become seriously gutted. While explosive growth continues to increase demands for higher education, three years of state budget revenue shortfalls have resulted in financial crisis and continuing drastic cuts to higher education.

Florida has the fourth highest state population (over 12 million), and continues to experience tremendous population growth. More than 900 new residents move to Florida each day. In contrast to national demographic trends which have resulted in declining numbers of traditional-aged college entry students, Florida is experiencing a steadily growing demand for access by first time college students to its higher education system. In 1988-89 Florida high schools graduated 92,449 students; just over half (53.85%) continued on to higher education. The Post-secondary Education Planning Commission projects Florida will graduate 114,600 high school students in the year 2000.[6]

No new community colleges have been designated to accommodate these students. The only proposed expansion of the State University System (Gulf Coast University in Fort Myers) had its appropriation for planning and the appointment of key administrators withdrawn by the 1991 Legislature. It is unlikely the university will open before the year 2000.

The past two years Florida has cut over 155 million dollars from higher education, or $1500 per student. Florida currently ranks last among the states in per student funding for education, and 49th in numbers of degrees granted per 100,000 population.[7] As the state financial crisis worsens, education cuts continue to deepen. In the past two months (April-May 1992) Florida has laid off 6,000 public school teachers for Fall 1992.

The Florida State University System Begins to Restrict Access to Higher Education

Tremendously increasing demand for higher education and rapidly decreasing education resources have resulted in various political maneuvers by Florida university presidents competing with each other for limited funding. Their tactics include enrollment caps, extensive use of "limited-access" programs, and seeking exceptions to state education "corridor" funding formulas. The University of Florida was the first and most successful university to become "exempted" or "protected" from these policies and laws, under President Marshall Criser.

University of Florida Enrollment Caps, Limited-Access Programs, and the "1500 Plan"

In 1985 then University of Florida President Marshall Criser proposed and received approval from both the Board of Regents and state Legislature for what has become known as the "1500 Plan". This plan permitted the University of Florida to cap undergraduate enrollments and reduce its entering freshman class by

500 students per year for three years (1986-1988), but to receive the same state funding it had with the higher enrollments.

The Florida Legislature funds state universities based on enrollment totals using a "Corridor Funding Law". Universities with more than a 5% variance from their enrollment projections are severely penalized. They have hundreds of thousands of dollars withheld from their approved budgets. Penalty monies are redistributed among other universities which met their enrollment goals. (Five percent of the 1985 UF enrollment would have been 180 students.) Criser argued an exception to corridor funding was necessary for the University of Florida "to ease overcrowding in popular under-graduate classes, and to improve the quality of undergraduate instruction."[8] He was able to get unanimous legislative approval to "exempt" UF from the funding law as a three-year "prototype" quality improvement experiment.

The highly political nature of these issues is evident in the ironic inequality which allowed UF to receive over half a million dollars ($522,333) in redistributed enrollment penalty money (taken away from other SUS Universities)[9] while it remained "protected" from the penalty. During this time, with approval from the state Legislature, UF was receiving "extra" funding based on its 1985 enrollment figures. The first year of the "1500 Plan" (1986) UF earmarked its corridor money for reducing student teacher ratios. The College of Liberal Arts hired an additional twelve undergraduate faculty.

The University of Florida's Largest Colleges Restrict Access to Most Students

More than half the University of Florida's enrollment is concentrated in five colleges.[10] The largest is the College of Liberal Arts and Sciences (CLAS) which enrolls 37% of all undergraduate students. Criser's plan capped enrollments in three of the four largest colleges (Business, Journalism, and Liberal Arts). Although University of Florida enrollments began dropping from a high of 36,000 (Fall 1985), Liberal Arts enrollments continued to increase. As of Spring 1989 the Legislature put enrollment caps on each of the other eight universities in the state system.

The College of Business Administration

Today the University of Florida Business College is a "selective admission" college, which puts all "qualified" applications it receives into an applicant pool. Then "the College will admit only those students from its applicant pool needed to maintain its enrollment objectives." (The College) "recalculates grade averages based on all attempts of course work at all institutions; grade forgiveness is not allowed."[11] This procedure is a violation of provisions of the Florida Articulation Agreement, which is now state law. Further, the College warns all applicants it will not accept pre-professional course(s) taken at community colleges. "Students will not even [emphasis supplied] receive free-elective credit for any courses

taken in their major field at the community college, since all free-electives must be taken outside of a student's major field."[12] Six pre-professional courses must be completed in residence at the University of Florida prior to being admitted to the applicant pool. All nine undergraduate majors offered in the UF College of Business Administration are formally designated as "limited-access" programs.[13]

The College of Journalism and Communications

The College of Journalism "restricts its admissions because of insufficient faculty and room space. The College welcomes applications from all students in community colleges, but will ask for additional information from students whose (grade) point average is below a 3.0 on all college level work attempted."[14] Although not explicitly stated (as in the Business College), it would appear this policy may also violate community college grade forgiveness policies. All four major programs offered by the College of Journalism are designated as "limited-access".

The College of Liberal Arts and Sciences (CLAS)

The College of Liberal Arts and Sciences (CLAS) includes 34 academic departments (and an interdisciplinary studies program). Eleven CLAS departments have "limited-access" programs. The associate dean for academic advisement estimates these eleven programs account for 80-85% of the students majoring in liberal

arts departments (but not the college's highest teaching loads). The other 23 majors also restrict total admissions/access to their programs under the continuing CLAS enrollment caps.

The associate dean mentioned the college continues in a "no-growth status", and that access would be denied to non limited-access programs if "there were no slots for students". There is no formula, plan, or quota-system for allocating "slots" to the various 35 programs. He said there was no formal written agreement, but each department works with him and his staff on the basis of an understood "gentleman's agreement".

He said that in response to a request from Dr. Robert Bryan (UF provost, and subsequently Interim President), the Board of Regents had briefly designated all 240 UF programs as "limited-access". Mention of this institution-wide designation was also included in the "1991 Report-1 Student Access to Higher Education". It was not possible for the author to document this agreement from any published source. The report's editor was also unable to cite documentation for this university-wide designation. It is believed to have been prior to the 1990 incorporation of the Articulation Agreement into law.

The current University of Florida president, provost, CLAS associate dean for advisement, and the editor of the 1991 Report have all been in their positions about three years. None was in their current position at the time of the university-wide

designation. Dr. Bryan is no longer at the University of Florida. It was recommended review of all Board of Regents minutes for 1986-1990 might indicate the date and nature of the action. However, it is possible this may have also been undocumented, informal, or a "gentleman's agreement".

The associate dean and his staff make the admissions decisions for the College of Liberal Arts and Science departments. Some limited-access department academic advisors said they were consulted on "borderline" cases, and had the option of recommending "conditional admissions" of students. In these cases the department specified required courses and progress criteria necessary for these students' final admission. A few advisors said they could request the associate dean's office to admit "particularly promising native" (UF) lower division students directly into their programs, even if the student's grades were slightly below the department's admission standard.

One advisor for a non limited-access department writes official academic performance "contracts" with conditional students who seek admission to the major. These formal agreements specify course(s), and grade requirements the student must satisfactorily complete prior to being unconditionally admitted to the department. The student and advisor sign the contract, and a copy is sent to the dean. The department also uses this contract procedure to "give students interested in the major a second academic chance." Approximately 75-80% of these contracts are

successfully satisfied. Almost all students admitted this way continue successfully in the major to graduation. Only five of more than 150+ (3%) of the majors "washed out" last year.

Admission to the University of Florida is getting more selective and competitive. The associate dean reports having already turned down or rejected 1600 fully-qualified applicants for fall term 1992. This is due primarily to enrollment caps which continue because the CLAS has too few faculty, excessive class sizes, and a lack of classrooms. He estimates that from 30-40% of all CLAS courses are currently in "overload" (i.e., have registrations which exceed 100% of the classroom's seats). He mentioned that faculty retention and morale are becoming very serious problems. Faculty have been required to continue teaching overloaded course sections for three years, while their raises, travel, and research money have been reduced or eliminated. A major problem for him and his staff is trying to reconcile "contradictory" state statutes of Enrollment Caps versus the Articulation Agreement.

The associate dean (unlike most of the undergraduate advisors) is aware and knowledgeable about the Articulation Agreement and its key provisions. He repeatedly emphasized that it would be illegal to recalculate community college grade averages. He stressed the college accepts whatever grade average the community college reports on the official student transcript. But he is seriously concerned about the inequity and "lack of parity"

between community college and UF lower-division student grade averages. He feels that community college grade forgiveness policies and very late no-penalty withdrawal and course drop policies at community colleges "inflate" transfer grade averages. He believes this puts UF lower-division (native) students at a competitive disadvantage. Therefore, he evaluates qualified students (including transfer students) on their entire academic record (including patterns of withdrawal, or multiple attempts at the same courses). He is thinking about recalculating lower division UF student grade averages (to allow grade forgiveness) when comparing community college with "native" student grade averages.

Transfer students currently being admitted to upper-division CLAS majors have 3.3 grade averages; those being denied admission have an overall 3.1 grade average. The associate dean stressed that the Florida Articulation Agreement does not grant community college transfer students admissions to UF but to the State University System. He predicts as fewer students can get into UF and Florida State, more students will likely get admitted to their second or third choice state school. He foresees enrollments increasing at the less prestigious (smaller and less crowded) universities in the state system.

The associate dean also expressed concern about the mix of in-state and out-of-state enrollments. In the past the chance of admissions for qualified out-of-state applicants was about 50:50.

Under the Articulation provisions which grant in-state community college students priority over out-of-state applicants, the likelihood of out-of-state admission has been reduced to twenty percent. His concerns included that the out-of-state applicant might in fact be more academically qualified, or that perhaps a Florida resident who had completed the first two years outside the state might not get admitted.

When asked about the impact of delaying the funding/opening of the tenth state university on SUS enrollments, the associate dean pointed out that there are currently over 100,000 students in the state university system. The impact of a tenth university would be a tiny ripple with an insignificant impact on easing increasing overcrowding. He recommends that each existing university be funded and expanded to accommodate an additional 1,000 students per year. In the state's current financial crisis that seems highly improbable. Without increased funding and an end to enrollment caps, he foresees the eventual need for a lottery-type admissions procedure at the University of Florida.

<u>A Non Limited-Access "Student-Friendly" University of Florida College of Liberal Arts and Sciences Department</u>

An interview in the department of mathematics was in strong contrast to the practices and published policies of some UF limited-access departments (and colleges). As in other interviews, the advisor commented that he and his department were

mostly unaware of the Articulation Agreement and its "limited-access" provisions. In direct contrast to limiting access, the department is actively seeking qualified students to become majors. The department, senior faculty, and academic advisors "pay particular attention" to the care of their approximately 160 majors. It has a five member advisory committee, with someone "always available and on-duty so a (major or pre-major) student can see someone anytime". The department also has a considerable university-wide responsibility to teach 4,000-5,000 non-majors each year in beginning required math courses.

The mathematics department encourages UF native students to declare their major as early as possible (in the first or second year of study). The advisor expressed concern that some community college grades in his field are inflated. Therefore, he looks not only at transfer grades, but for overall patterns of academic improvement and success in more advanced courses. The major requires two prerequisite calculus courses with grades of B (in no more than three attempts). The advisor explained the three attempt clause was used in part to "gently weed out potential majors who were unlikely to succeed in the program". He stated the "department has an obligation to them before the student gets too far and realizes he has wasted his time."

The advisor works closely with "good" (i.e., promising) freshmen and sophomore students who have declared a pre-major in mathematics. When these students complete the prerequisite

courses, the department notifies the dean it would like to admit the student if the college can make room. The advisor stated each student needs to know that he "has to have a home at UF (that's the college), and needs his own room (the department)." As to the impacts of recent UF budget cuts, the advisor said "the department's primary responsibility is to keep all our teaching assistants eating".

At the University of Florida A "Screen Door" Often Replaces the "Open Door" to Community College Students

The Dean for Academic Affairs and Community College Relations is the University of Florida Articulation Officer. Her duties include acting as the ombudsman in promoting articulation between community colleges, their students, and the University of Florida. She works closely with the State Board of Community Colleges, the Articulation Coordinating Committee, Univeristy of Florida administrators, and officials at the various community colleges and universities to oversee the implementation of the Articulation Agreement at the University of Florida.

Rather than the "open door" on which the community college system is built, she sees University of Florida articulation practices and policies as a "screen door" through which qualified community college students are filtered. She shares the belief (also mentioned or implied in other interviews) that the primary emphasis of the University of Florida administration in its articulation practices is to retain and promote native (UF lower

division) students. Secondarily it seeks to accept only the "very best and brightest" of the community college transfer applicants. Evidence of this screening effect can be seen in extensive University of Florida prerequisite requirements, and an increased reliance on standardized academic achievement test scores which are believed to compensate for grading differences.

She pointed out that extensive prerequisites require a community college transfer student to declare a pre-major in the freshman year, or to spend more terms in college to complete the prerequisites prior to transferring. She noted most community college students are less likely to be certain of their career and educational goals in the first year of study than are traditional four-year students.

An Example of University of Florida Structural Program Barriers

The University of Florida Business College policy requiring six pre-professional courses be taken in residence at UF is an excellent example of program barriers to transfer. It penalizes community college students twice. No credit is given for business courses taken prior to transferring. This adds two academic terms of University of Florida study for transfer students, before they become fully "qualified" to compete in the Business College applicant pool.

Given these structural program barriers, it is not surprising to find the performance of community college students in state university business programs is often so poor in comparison to native students. Information from 1989-90 indicates that community college students made up 62% of state university business students, but they were 13 times more likely to be suspended from the program, and had only two thirds the graduation rate of native business students.[15]

Since undergraduate enrollment caps were implemented in 1986 the percentage of community college students admitted to the University of Florida has dropped from 13% to 10%. Although not statistically significant, fewer community college students attended the University of Florida in 1990 than five years earlier. The University of Florida has a smaller percentage of community college transfer students enrolled than any of the other large Florida universities. In 1991 UF admitted 51.1% of its native students into limited-access programs, but only 26.9% of the community college transfer students. An even smaller percentage (20.9%) of community college transfer students are enrolled in University of Florida non limited-access programs.

Several troubling patterns are found in the University of Florida 1991 limited-access program admissions data published by the State University System. Admission figures for students meeting or exceeding minimum program requirements were 95% for native students, and 86% for Associate of Arts transfer students. But

among students who were admitted although they did not meet minimum program standards, native students were much more likely (2.74 times as likely) to be admitted. Of these students 39.4% of the native students were admitted, but only 14.4% of the similar Associate of Arts community college transfer students were admitted. If so many fully qualified applicants are being rejected, why are so many students who "do not meet minimum requirements" being admitted? These figures suggest a preference to admit lesser qualified native students over more "fully qualified" community college transfer students.

Issues for Further Empirical Research

The deans interviewed in this study brought up several significant questions and concerns about native students who are denied admission. These include: 1) Do many native students who are denied upper division admission actually leave the University of Florida? (The statistics suggest very few do so.) 2) How many students stay but seek (and subsequently gain) admissions to other academic majors? 3) Does this reflect a change in the student's interests or is it a stalling tactic to get admitted to any University of Florida program, then "migrate" back into the preferred department major latter?

The associate dean of liberal arts shares the view of the Postsecondary Education Planning Commission, that "most students are less interested in a particular program than in a particular

university." But if this is only a tactic, do the additional educational expenses and delay in entering the work world harm the student's academic or subsequent professional career? If so, what ethical responsibilities do college deans and administrators have not to "injure" these students?

How many transfer students denied admission to the University of Florida attend another public state university? Do they continue in the same major field, or something else? How many Florida students are forced into more expensive private or out-of-state colleges because there is "no place" for them in Florida's State University System? Of these students, how many who cannot afford these increased costs abandon seeking a bachelors degree due to lack of access?

These concerns have not yet been addressed because the data have been unavailable to date. These issues may provide fertile ground for future empirical research into the differing policy outcomes of limited-access articulation practices for both native and community college transfer students.

RECOMMENDATIONS

The Florida higher education system requires both increased funding, and expansion at the community college and university level. Education funding in Florida has been based primarily on a 6% state sales tax and in the past few years volatile revenues from a state lottery. A more stable, and inelastic (i.e. which does not shrink and dry up in hard economic times) revenue source not linked to tourism is required. The most likely, although politically unpopular option is a state income tax. These issues are beyond the scope of this paper. Without additional funding and expansion only tactical rather than strategic recommendations are politically feasible.

Tactical Recommendations to Improve Articulation at the University of Florida

1. **An annual half day Articulation workshop for undergraduate liberal arts advisors should be jointly offered by the Dean for Academic Advisement and the UF Dean for Articulation.**

   Without exception, the department level advisors were surprisingly uninformed about the existence or provisions of the Articulation Agreement. One advisor mentioned an "orientation" workshop in the college of liberal arts which briefly discussed it. He was surprised to learn the Florida Articulation Agreement was law. Evidently the workshop was inadequate.

   Since the current University of Florida president is from a community college tradition, (his father was a community college president), top administrative support for this workshop might be available for conducting a similar workshop in other University of Florida colleges as well.

2. **Methods should be developed for the early identification of community college students completing prerequisites with the intent to major in specific University of Florida departments. Provide an early opportunity for these students to visit the UF department, academic department advisors, and current department majors on campus in a pre-view style weekend a year before transfer.**

2. **(continued)**

The declaration of pre-majors by native University of Florida lower division students benefits them and the prospective major department. It facilitates admission by department request and academic advisement/assistance. Currently these practices penalize non-native or transfer students. Rather than eliminate the benefits, extend them to community college students through early University of Florida campus visits coordinated with the academic department(s).

3. **Formalize the criteria, formula, or enrollment goals and guidelines for various College of Liberal Arts and Science departments. Quota(s) which are red-flags for legal action, are not necessary; but a "gentleman's agreement" is insufficient.**

4. **The Articulation Coordinating Committee could establish an admissions set-aside system to provide a pool of designated admissions "slots" at alternate universities for programs designated as "limited-access" elsewhere in the system.**

   These pools would be dispersed throughout the system at institutions not restricting the programs. They would be available on a competitive basis, but reserved for graduated community college students who had been denied admission to a similar program by more than one other State University System institution.

5. **While enrollment caps continue at the University of Florida and other universities, non-accelerated community college transfer students who have not earned an Associate Degree should not be admitted.**

   Students who transfer without first obtaining the Associate of Arts degree are currently "unprotected" by the Florida Articulation Agreement. Data indicate students transferring with less than 60 credit hours have less academic success in Florida state universities, and exit the system without earning a degree at higher rates.

6. **A formula based on the admissions rejection rates of each State University System institution should be created and used to calculate the percentage of admissions available for students who "do not meet minimum standards". The percentage of admission exceptions should be inverse to rejection rates of qualified students. Guidelines to allot these exceptional admissions more proportionately between transfer and native students need to be developed and implemented.**

6. (continued)

While rejection rates of fully-qualified students remain high, very few lesser qualified students would be enrolled. As fewer qualified students are denied admission, a larger number of admission exceptions could be permitted.

7. **Structural Program Barriers to University of Florida programs, especially "limited-access" programs need to be reviewed, eliminated when possible, and audited on a regular basis for their legality, and potential disparate impact on native and transfer students.**

It would appear that at least the University of Florida Business College has constructed arbitrary, artificial, and potentially illegal structural program barriers to its "limited-access" programs. An audit of University of Florida colleges and departments is likely to discover unnecessary program barriers.

8. **Funding (when available) should continue to be used to improve the upper division undergraduate teacher/student ratios and facilities. It should be directed to currently "limited-access" programs; so they no longer qualify for restricted access and exceptions to the Articulation Agreement.**

9. **System-wide data on fully qualified native and community college transfer students who had been denied admission to the State University System is required. Analysis of the disparate impacts of access issues on native and community college transfer students needs more thorough research.**

10. **The terms "limited-access" and "upper division" need to be clearly, precisely, and legally defined in both state statute and Florida administrative code.**

11. **Some admissions policy decision making seems to be based on rumors and conjectures rather than factual data. Careful studies of the impact of Articulation practices at the University of Florida which would provide empirical data should be conducted and used to determine the actual current impact of existing college practices and in formulating future policy.**

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1. Personal correspondence dated May 14, 1992. Director of Articulation and Student Services, State Board of Community Colleges.

2. Student Access to Higher Education, 1991. Report-1. Postsecondary Education Planning Commission, page 6.

3. "Mandated Admissions Requirements and Sound Articulation Principles". Frank H. Spain. College and University, Winter 1987., pages 161-168.

4. Student Access to Higher Education, Report and Recommendations of the Postsecondary Education Planning Commission, 1991. Report-1, page 9.

5. SUS admitted 48% of its qualified applicants from 1984-88; and 46.3% in 1989. From Student Access to Higher Education, 1991. Report-1, page 9.

6. Student Access to Higher Education, page 9.

7. National Center for Education Statistics, 1990. Student Access to Higher Education, Report-1, 1991, Page B-1.

8. Marshall Criser, quoted from Independent Florida Alligator, August 27, 1985, page 3.

9. Three Schools had a combined total of 2.4 million withheld (and redistributed to others) based on 1984-5 enrollments. These include FSU (1 million), UWF ($380,000), and the University of Central Florida (1 million). Independent Florida Alligator, March 4, 1985; page 1.

10. The five UF colleges with the highest enrollments are 1) Liberal Arts, 2) Engineering, 3) Business Administration, 4) Journalism and Communications, and 5) Agriculture.

11. Articulation and Transfer Advisement Guidebook 1991-1992, page 41.

12. ibid, page 40.

13. The UF College of Business Administration offers the following "limited-access" undergraduate majors: Accounting, Computer & Information Sciences, Decision & Information Sciences, Economics, Finance, Insurance, Management, Marketing, and Real Estate/Urban Analysis.

14. Articulation and Transfer Advisement Guidebook 1991-92, page 126.

15. Associate in Arts Graduates Performance in SUS 1989-90. Articulation September 1991. Table 15, Page 71.

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